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ABSTRACT

Theme II of the Ad Hoc Conference on the Education of Migrants was "measures to secure satisfactory educational provision before and during the host country's compulsory schooling period (including specialized and additional training for teachers dealing with migrant workers' children)". This paper briefly discusses this theme. Major topics are: (1) problems arising from the presence of substantial numbers of migrant workers' children in the host country; (2) ways of easing their integration into the host country's educational system; and (3) schemes and projects quoted by way of example and taken from the reports presented by the participating countries. These are divided into before and during compulsory schooling and teacher training in the emigration and host countries. Recommendations presented for consideration by the Standing Conference of European Ministers of Education are given. The appendices include: (1) Resolution No. 3 (1969)--the nursery school and primary school in relation to the demands of educational opportunity for all; and (2) Resolution (70) 35--school education for the children of migrant workers. (NQ)

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AD HOC CONFERENCE
ON THE EDUCATION OF MIGRANTS

Strasbourg, 5 - 8 November 1974

INTRODUCTORY REPORT ON THEME II

Educational provision before and during the host country's compulsory schooling period

Mr. Louis WARZEE
Inspecteur Principal
(Belgium)

RC008660

CME / HF - M (74) II

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"Measures to secure satisfactory educational provision before and during the host country's compulsory schooling period (including specialised and additional training for teachers dealing with migrant workers' children)"

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PART I

Problems arising from the presence of substantial numbers of migrant workers' children in the host country

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Ways of easing their integration into the host country's educational system

I. GENERAL REMARKS

1. There should be strict equality of treatment between immigrant children and others. That means :

   - that immigrant children should have the same benefits (access to educational and quasi-educational establishments, social benefits etc.);
   - that they should be covered by the same regulations (compulsory schooling, regular school attendance, prophylactic measures etc.). (1)

II. BEFORE COMPULSORY SCHOOLING

2. A foreign child's experience in the host country before he enters the primary school is of fundamental importance, particularly from the psychological and linguistic points of view. The malleability of very young children and their receptivity to the pressures of their environment justify ensuring they receive every possible care.

3. Crèches and day nurseries

   These should be open to migrant workers' children (for a charge commensurate with the family budget). Although at the beginning of his stay a migrant worker is usually alone in providing for his family's needs, his wife will often also find a job after a certain period. But once the mother goes out to work facilities need to be provided for the care of her children. Where such provision is still inadequate (perhaps for nationals too) everything should be done to improve it.

4. Transfer from the crèche to the nursery school

   In many countries there is a gap between the crèche and the kindergarten. Parents who go out to work do not know what to do with their children aged 2 and 3. They are forced to rely on relations or sympathetic neighbours, who may or may not be of their own nationality.

5. Nursery school

   The kindergarten offers an effective educational environment (often preferable to that of the migrant family because it is closer to the psychological and social conditions in the host country. Linguistic and social conditioning is easy before the age of 6, and there are very few inhibitions. Are these schools available everywhere in adequate numbers?

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(1) See, however, § 32 : a certain flexibility in applying such regulations is essential, particularly during the early part of the child's stay in the host country.

6. The continuous kindergarten

By doubling up the educational staff of the kindergarten it is possible for supervision to be improved. First, it can be made continuous : from arrival in the morning until departure in the evening. Secondly, it is provided by specially trained personnel (nursery school, day nursery and kindergarten teachers).

7. Morning and evening nurseries

These are indispensable in places where it is common for both parents to go out to work and to comply with factory hours.

III. DURING COMPULSORY SCHOOLING

A. PRIMARY, ELEMENTARY OR BASIC EDUCATION

8. Information on education in the host country

Foreign workers generally know very little about the education system of the host country. As a result, they and their children are frequently led astray. A certain amount of information would save migrants numerous administrative annoyances and prevent legal proceedings that are due more to ignorance of rights and duties than to wilful offences.

9. Compulsory schooling

Compulsory schooling should apply to the children of migrant workers in the same way as it does to all other children in the host country irrespective of whether these workers are legally authorized to stay and work there. The difficulties to be overcome are due mainly to a total or partial absence of previous schooling in the country of origin, and to different traditions in the provision of schooling for boys and girls.

10. Regular school attendance

School attendance is effective only if it is regular. This is compulsory for nationals and it must also apply to foreigners (although the child may occasionally be required to remain with his family, particularly if he acts as an interpreter between his parents and the administrative authorities). But this tolerance must not lead to abuses : such as children being sent to work before they are old enough, left to look after their younger brothers and sisters, given the job of dealing with the family accounts and business correspondence ...

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11. Admission to the primary school

Admission to primary education often leads to the child being one school year (or more) behind. The presence in the same class of children of different ages and therefore of very different mentalities is harmful to the efficiency of the teaching process.

12. Integration into primary education

When the foreign child has to be integrated into primary education, he experiences many difficulties due not only to a change of language but also to his educational conditioning which may be very different from that of the pupils with whom he has to mix.

13. School textbooks

Do the migrant children understand the textbooks made available to them? Can they grasp the vocabulary? Do these books, which were designed for teaching in the native language, meet the linguistic requirements of foreign children or do they remain incomprehensible?

14. Moving to a higher class

The little foreigner is obviously at a disadvantage when he has to change his class, if marks are the only criterion taken into account. The initial language handicap affects the marks. As a result, years have to be repeated, although this may not be justified by the pupil's intellectual standard. How many children are discouraged by the futility of their efforts and their inability to express their thoughts in a language not yet adequately mastered?

15. The language of the host country, taught as a foreign language

Some countries pursue a re-population migration policy to offset their own low birth rate or their depopulation. In such cases integration may take the form of total assimilation. The emphasis is then placed on the host country's language, the basic factor making for integration into the education system and the social environment. Language difficulties rather than differences in curricula or lack of knowledge are the cause of educational maladjustment. But is the host country equipped to teach its own language as a foreign language? Special teaching equipment is required so that audio-visual and structural methods adapted to children or adults or even adolescents (with slides, tapes, textbooks for the teacher and the pupil) can be employed. Are teachers given special training for these tasks?

16. The migrants' native language

The use of foreign labour may be only temporary. The presence of migrants is then a temporary phenomenon, as is also the case in regard to the educational integration of their children. In this case foreign children must continue to study their native language if they are not to feel complete strangers in their own country when they return there for good.Nonetheless, even in the case of a temporary stay, the adjustment of the child to the host community is critically important at a stage of development in which education plays so large a part.When it is not clear whether the migrant family will return to the country of origin or settle down for good in the host country, education must contribute to preparing the child for either of these eventualities.

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17. School leaving qualifications

A child completing primary education in the host country will probably pass a school-leaving examination and receive a certificate in countries where this is the normal practice. Will this document be recognised in other countries (particularly in the country of emigration)?

18. Day and evening supervision

Like the kindergarten (and even more so because of the compulsory nature of schooling) the provision of facilities for morning and evening care and supervision is essential, particularly in industrial areas where the parents' working hours differ completely from school hours.

19. Supervised work in the evening

This is extremely valuable for foreign children : assistance with homework, advice, explanations, language help, rehearsing lessons ...

20. Socio-cultural and sports activities

These are provided when schools are closed and should be available to foreign children as well as local children.

21. Holidays

In large towns the school holidays create almost insoluble problems for parents at work. The child who is left to his own devices in the street runs ever-increasing risks.

22. The parents and the school

Migrant parents display no real interest in their children's schooling unless they themselves feel involved. Language is often the most difficult obstacle for them to overcome as much if not more so than for their children. Inversely, the child's educational integration will be facilitated if the parents themselves become better adapted to their new social environment.

B. SECONDARY EDUCATION

23. Reception classes

On entering secondary education (general, technical or vocational) there must be a reception class to facilitate the transition from an educational past which is often incomplete or deficient at primary level. In the absence of uninterrupted elementary education and particularly an adequate mastery of language, the young foreign pupil may soon be out of his depth in the secondary school. Young illiterate pupils between the ages of 13 and 15 present the most difficult problems as far as adaptation is concerned. The risk of delinquency in these age groups is high. They have passed the age for attending the primary school, where their presence would be an embarrassment (because of their age, size and greater maturity) and no secondary institution will admit them because of their lack of literacy. Left to their own devices, these young people are an obvious danger for society.

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24. The migrants' native language

Is the foreigners' native language included in the curriculum? If so, they may achieve excellent results in it. If not, they will be forced to learn another language and this will add yet another difficulty to the many they have to overcome.

25. Fee-paying secondary education

Free education is the rule as far as primary schooling is concerned, but that is not always the case at secondary level. Migrant workers with low incomes may not be able to afford to pay for these studies. Should their children be condemned to forego the schooling which might enable them to obtain social advancement either in the host country or their homeland?

IV. GENERAL INFORMATION AND DOCUMENTATION

26. Countries receiving many migrant workers are aware of the importance of a documentation centre containing everything concerning immigration. All too often this information is scattered in a number of ministries and departments. The result of inadequate coordination is a wastage and overlapping of efforts.

V. TEACHER TRAINING

A. EMIGRATION COUNTRY (1)

27. Basic training

Countries exporting large numbers of workers have an interest in making their future teachers aware of the migration problem. How indeed can one remain indifferent if it affects a high percentage of the population ? Some teachers will be called upon to emigrate in order to help their compatriots abroad : a very general awareness of the subject would therefore be useful.

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(1) The following countries are referred to : Spain, Italy and Turkey.

28. Specialised or additional training

Teachers sent abroad to teach children of their own nationality can work efficiently only if they are not as much out of their depth as their pupils. Specialised additional training at basic level will provide them with the essential knowledge to become well integrated abroad and to adjust their teaching methods accordingly. A good acquaintance with the host country, with its legislative and administrative systems, with its teaching methods and with its language constitutes a minimum requirement.

B. HOST COUNTRY (1)

29. Basic training

In countries which receive large numbers of migrants teachers are confronted with many difficulties for which they have usually not been prepared in any way. Basic training could make future teachers aware of the migration problem, provide them with a limited range of general information and encourage contacts with migrant communities (by way of local surveys and research, for example). A better understanding of the subject would promote an awareness of the many problems resulting from the presence of foreign children in a class and could help to prevent educational errors which sometimes have disruptive consequences.

30. Specialised training

Teachers devoting themselves exclusively to the education of migrant workers' children will do so all the better if they have received specialised training in depth. Such training should deal mainly with a knowledge of the migrant environment (customs, traditions, religion, psychology etc.) and perhaps with the use of the language concerned. The organisation of school work, individualized teaching and the teaching of the host country's language as a foreign language must be completely mastered. To be effective, this training should be both theoretical and practical.

31. Additional training

Teachers concerned with migration problems because of the presence of a number of foreign pupils in their class, but who do not want to specialise exclusively with a view to teaching them, would gain if they were given supplementary training in addition to that received at their teacher training colleges. This training, directed towards the practical solution of specific problems, should be psychological, sociological, linguistic and especially pedagogical.

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(1) The following countries are referred to : The Federal Republic of Germany, Belgium, France, the Netherlands, the United Kingdom, Sweden and Switzerland.

P A R T II

Schemes and projects
quoted by way of example and taken from the
reports presented by the participating countries

I. GENERAL REMARKS

32. Under their educational legislation several countries subject the children of migrant workers to the same regulations as their nationals. In the Federal Republic of Germany, Belgium and Luxembourg no distinction is made between native and foreign children. There may, however, be special allowances for migrant workers' children, in certain specific cases : the less stringent execution of legal sanctions due to attenuating circumstances resulting from maladjustment (as in Belgium) ; special courses, special classes, reception classes, transition classes, adaptation classes (as in Belgium, France ...).

II. BEFORE COMPULSORY SCHOOLING

33. Crèches and day nurseries

Industrial or commercial enterprises employing large numbers of foreign female workers sometimes open their own crèches (as in Switzerland). The public authorities also promote the development of the existing network of crèches (as in Switzerland and elsewhere).

34. Transfer from the crèche to the nursery school

"Pre-nursery" facilities may sometimes bridge the gap between the crèche and the nursery school (as in Belgium). Where they were opened, all places were quickly filled although they were not free of charge. The demand considerably exceeds supply and further efforts are expected on the part of the public authorities.

35. The nursery school

In some countries, where there is a very comprehensive and well-organised network of kindergartens, almost all small children, both native and foreign, are admitted (as in Belgium, Austria ...) Elsewhere a considerable effort should be made in respect of infrastructure and teaching staff to meet the needs of the whole population (as in England and Wales).

When several families live in housing provided by the firm employing them, it should open its own nursery school : foreign children can then mix with native children (as in Austria).

Introductory courses to the local language sometimes begin in the nursery school (as in Switzerland). The need for more developed teaching methods may also be felt at this level (as in the United Kingdom). The occasional accommodation of foreign children with local families who have children of the same age is particularly effective in speeding up linguistic integration (as in Switzerland).

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36. The continuous kindergarten

The doubling up of educational staff provides each class in the nursery school with two form mistresses : one is on duty from 7.30 a.m. to 1 p.m., the other from 12.30 to 6 p.m.; the difficult period for supervision (and education), namely meals, is supervised jointly by the two instructresses. The important times - arrival in the morning, hygiene and meals - are thus the subject of individual treatment (as in Belgium) to the great benefit of the children, who are mostly foreigners. If the number of migrants in the school reaches a certain level (for example, 8 to 10) an additional instructress may be employed at the State's expense (as in the Netherlands).

37. Morning and evening nurseries

These are provided free of charge in Austria and Belgium.

III. DURING COMPULSORY SCHOOLING

A. PRIMARY, ELEMENTARY OR BASIC EDUCATION

38. Information on education in the host country

Simple and clear illustrated brochures can provide essential information for people emigrating to a country of which they know nothing. This is being done in Spain and Finland. The legal regulations governing education and the material facilities offered by school and/or outside institutions are explained in the migrant's native language. These printed leaflets may be distributed before departure in the country of origin (as Austria does in respect of Yugoslavia and Turkey, Malta in respect of Canada and Australia, and Turkey whose leaflets are printed in Turkish and French) or distributed on arrival in the host country (as in the United Kingdom, Sweden ...). The need for such publications has encouraged some countries (such as the Netherlands) to prepare printed material in a number of languages.

39. Compulsory schooling

In France, Belgium, the Federal Republic of Germany, Norway ..., compulsory schooling covers all children whatever their nationality. In other countries such schooling covers only 50% to 75% of the population concerned.

40. Regular school attendance

Where properly checked, irregular school attendance can lead to proceedings and sanctions against the head of the family concerned (as in the Federal Republic of Germany and Belgium).

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41. Admission to the primary school

The organisation of reception classes or preparatory classes in which teaching is directed to linguistic and social adjustment, makes it possible to avoid the need to repeat years. The introductory classes for primary education opened in France, Luxembourg, Switzerland, the Federal Republic of Germany ... are producing excellent results.

42. Integration into primary education

If there is a considerable gap between the educational standards of the country of origin and the host country, measures can be adopted to ensure a smooth transition. Integration will be all the easier if adaptation classes have been created (such as those operating, for example, in Austria and Belgium). In these classes, extra curricular tuition (in Austria, language courses organised free of charge by the Youth Red Cross; in Switzerland, supplementary language classes) enable the foreign child to enter the school year corresponding to his age and to his educational level and background, notably by means of a crash course in the national language. Another solution consists in providing crash courses (as in Sweden : six lessons per week per group of pupils) ; these are shorter than the adaptation classes and also more flexible.

"Education units" are set up by certain emigration countries (Spain, for example) in the host countries. These play an essential rôle in the linguistic integration of persons with no knowledge of the host country's language and a complementary rôle in the case of children already attending local schools. Where necessary, school transport paid for by the emigration country ensures that the children are brought together within these "education units".

The annual organisation of special experimental classes under the aegis of the Council of Europe (as in the Federal Republic of Germany, Belgium, France and Sweden) helps towards the smooth adjustment of the foreign children involved and provides an informative experience for all taking part in the experiment.

43. School textbooks

The foreign child should bring to the host country the textbooks he used in the primary class he has just left in his native land. He will then be able to compare the subjects in the two languages he now has to master. Also, the teacher receiving him is better able to assess the educational level of the studies already completed. The possession of textbooks for the following year is also useful to back up the child's progress and offer him points of reference which are more easily understandable.

The cost of textbooks would not be very high for emigration countries (as in the Finnish schools in Sweden) ; such textbooks and teaching material should be exempted from customs duty (as in Spain).

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44. Moving to a higher class

Switzerland is making the conditions for moving to a higher class more flexible. Unsatisfactory results in the language and any weaknesses in other subjects due to that inadequacy are not taken as a reason for repeating the year. Also in Switzerland the school report records the work done and the results obtained in the native language (if this is included in the curriculum).

The school career record (proposed by the Council of Europe and in which the Spanish authorities have shown great interest) would, if it were generally introduced, provide an effective link between the country of origin and the host country, and would facilitate both arrival in the host country and return at a later date to the country of origin.

45. The language of the host country, taught as a foreign language

Research conducted in France by BELC and CREDIF has led to the preparation of suitable methods. "Frère Jacques" and "Bonjour Lise" are increasingly used, thanks to their undoubted effectiveness. In Belgium "Paul et Claire" and "Goed spreken", initially designed to teach the second national language to native children, are also used successfully with foreign children. In the Netherlands the "Nou jij" method was specially devised for foreign children.

The host country's language may be the subject of supplementary courses. In this case, the best solution is to integrate them into the normal timetable and to arrange for them to be given during a specific number of weekly hours by specialised teachers, by auxiliary teachers or by foreign teachers. Failing this, they can also be arranged outside school hours ; but that has the major disadvantage of tiring the children with extra work.

Linguistic adaptation is achieved in different ways (and with different degrees of efficiency) according to whether the host country is :

(a) unilingual (as in France, the United Kingdom, the Federal Republic of Germany, Austria, Norway, the Netherlands, Denmark), in which case the migrant child has only to learn a single language, spoken throughout the whole country, which he will use wherever his family may move within that country ;

(b) bilingual (as in Finland and Luxembourg), in which case the child has to adapt simultaneously to the two national languages when these are taught throughout the whole country (or to the two languages successively when each is used in certain parts of the country only and the family moves from one language region to another within that country) ;

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(c) plurilingual (as in Switzerland and Belgium), in which case the teaching of a second national language (or even a third one) may be compulsory by law. Migrants are confronted with enormous difficulties because the 'second language' will rarely be their mother tongue (apart from Italian in Ticino). Hence a baffling multiplicity of languages : first language + second language + native language - the simultaneous use of three languages (at the very least, for no account is taken of the dialects in the host country and the country of origin). In the midst of this linguistic maze the child must show outstanding intelligence and adaptability (more so, paradoxically, than is required of his parents). Could foreigners not be exempted from studying the second language (and, consequently, the third one) as in Luxembourg? The time thus saved could be usefully devoted to the study of their native language (a proposal put forward by Spain).

46. The migrants' native language

France and Belgium encourage schools to open their doors outside school hours to associations and organisations (official or not) organising courses in the native language (for children and/or adults). The host country bears the accommodation costs : rental charges, upkeep, heating, lighting etc. The embassies and consular authorities in the host countries make an indispensable contribution to the efficiency of these courses through the provision of qualified teachers, textbooks, teaching material etc. (Spain, for example, is making a special effort in the Federal Republic of Germany, France, the Benelux countries and the United Kingdom ; Italy,in the Benelux countries and in the United Kingdom ; Turkey, in Southern Germany and Belgium ; and Poland, in the United Kingdom).

Courses in the native language may sometimes be optional only (as in the case of Finnish in Sweden and for Japanese, Serbo-Croat, Italian and Pakistani in Norway) and aim at improving linguistic knowledge (as, for example, the maintenance of 'active bilingualism' in Finland).

Bilingual teachers are essential for teaching the native language and culture of the country of origin (cf the situation in Switzerland; Spanish teachers abroad; Finnish teachers in Sweden; foreign assistants in the Netherlands). They provide a link between the communities (and do not themselves have all the disadvantages of the migrant who is maladjusted from the language point of view. If the teachers come from an emigration country they should receive additional training , either in their own countries (as in Spain and Italy) or in the host country (as in the Federal Rpublic of Germany and the United Kingdom).

Where national legislation permits, the course in the native language is integrated into the normal timetable (as in France, the Netherlands and Switzerland). Some timetable structures are particularly suitable for this.

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Schools in university towns employ foreign students to give classes to migrant workers' children either full-time or half-time (as in Sweden and Belgium).

The provision of bilingual or bicultural schools, as in Sweden, is the most comprehensive solution.

47. School leaving qualifications

The emigration country sometimes organises periodical examinations for the award of a primary school leaving certificate to its nationals (as in Spain). This solution is feasible only if there are also preparatory courses in the form of "education units", as for example is the case for Spain and Italy.

48. Day and evening supervision

See § 18.

49. Supervised evening studies

The introduction of supervised studies outside normal school hours is becoming more and more general (as, for example, in Switzerland).

50 Socio-cultural and sports activities

In towns with many foreign children, more and more of them are enrolling for socio-cultural and sports activities (as, for example, in Belgium). The demand is such that not all can be admitted. Fortunately, day centres offer educational activities concurrently with sessions of socio-cultural activity.

51. Holidays

School camps, open-air work, open-air holidays and holiday centres are available to foreign children in the same way as to children of nationals (as, for example, in Belgium). In some towns the authorities have opened the playgrounds and playing fields of schools to children not going away on holiday, and they are kept under discreet supervision (as, for example, in Belgium). This rather hazardous solution does have the advantage of keeping children away from the dangers of urban traffic (but the disadvantage of keeping them in an environment which they are forced to frequent throughout the rest of the year).

In some countries, such as the United Kingdom, holiday centres have long been integrated into the educational system.

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52. The parents and the school

The creation of a parents' association, a parents' council or a consultative school committee (as, for example, in Switzerland) provides a direct link between adults and their children's school. Such bodies can function effectively if language problems are overcome by means of an interpreter. The situation becomes easier the higher the number of foreigners speaking the same language.

In order to be assimilated (or even taken into consideration), information disseminated by the school should be made available in the parents' language (as, for example, in Switzerland and Belgium). At the beginning of his stay, the child is not able to offer an accurate translation. There is nothing to prove that even later he will provide objective renderings.

Some schools provide language courses in the evenings or during weekends for the pupils' parents (as, for example, in Belgium). These courses are intended for adults, but adolescents and children are not excluded.

Television may also broadcast language courses for migrants of all ages (as, for example, the BBC in the United Kingdom and the BRT in Belgium). Trial broadcasts were all the more effective when instructors were available at listening centres to supplement the broadcast programme by establishing direct and appropriate contacts with the public.

B. SECONDARY EDUCATION

53. Reception classes

The reception or transition class (as in France, Switzerland, the United Kingdom, the Netherlands) admits pupils (a) whose schooling has been subject to interruption; (b) who come from different educational backgrounds; and (c) whose linguistic standards vary considerably.

The class provides for a transitional schooling whereby, in one or two years, the pupil can be integrated into the normal stream with more chance of succeeding (as in Belgium, where there are 66 such classes). Observation classes at an elementary level (as also in Belgium) can play a similar part. In the absence of reception classes, extra tuition courses could ensure integration into secondary education, although less effectively. Special general education schools for illiterate adolescents are the only way of integrating them progressively into the normal school system (as in Austria).

54. The migrants' native language

Although Italian or Spanish are often reported as the second language taught in the countries of Western Europe, it is obvious that Turkish, modern Greek, Arabic and Serbo-Croat do not appear in the curriculum.

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The following system (as used in Sweden) provides a flexible solution :

- the host country's language is called LANGUAGE A ;
- the second language is LANGUAGE B ;
- the third language is LANGUAGE C.

Language C can be replaced by the foreign pupils' mother tongue. If the curriculum does not include Language C, then Language B can be the foreigners' language.

55. Fee-paying secondary education

Study grants may be provided for foreign workers' children for all stages of secondary education (as, for example, in France and Belgium). Bilateral agreements have been signed between the host countries and emigration countries. These could be extended to all the countries concerned. The emigration countries themselves may award a number of study grants to enable their nationals to complete their education abroad (as, for example, does Spain).

IV. GENERAL INFORMATION AND DOCUMENTATION

56. A documentation centre assembles everything published on training and teaching for migrant workers and their children. It classifies the information and disseminates it (as, for example, BELC in France).

57. Sample surveys are sometimes conducted so as to assemble information with a view to its systematic exploitation.

V. TEACHER TRAINING

A. EMIGRATION COUNTRIES

58. Basic training

Basic training has hitherto scarcely been provided at all. A knowledge of the host country's language is desirable. Some courses are set aside for teachers called upon to emigrate (as in Italy).

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59. Specialised and/or additional training

Spain and Italy organise short preparatory courses aimed mainly at promoting an understanding of migration problems, problems of adjustment, assistance for migrants, education systems abroad. The languages of host countries are taught in Italy and Turkey. Supplementary training is organised by Spain and Italy in the host countries in the form of courses or lectures, in which inspectors sent to the host countries take part.

B. HOST COUNTRIES (1)

60. Basic training

Countries offering systematic basic training are rare : the Federal Republic of Germany intends to do so; Sweden has been implementing projects since 1971; the United Kingdom has launched a large number of very localised projects; France has actively begun retraining teachers at teacher training colleges and is organising regional courses. There exist methods for teaching the host country's language as a foreign language; but teachers need to be trained to use them.

61. Specialised training

In Belgium, the Netherlands and Switzerland, nothing is done in this field. Sweden organises courses (particularly summer courses), short courses, conferences and 'journées d'études'. Some British colleges offer optional courses. France has tried out a restricted experiment in specialisation. The Federal Republic of Germany organises multidisciplinary theoretical and practical courses. Efforts are very diversified and scattered. The trial and error stage has not yet been passed, and specialisation is focused more on the teaching of the host country's language than on methods of teaching and instructing migrants.

62. Additional training

Sweden organises well structured courses. Various courses are available in the United Kingdom, as also in France and in the Federal Republic of Germany. Elsewhere nothing is being done. The United Kingdom and the Federal Republic of Germany offer further training for migrant teachers, either to extend their basic knowledge or to enable them to adjust to teaching in the host country. Meetings between practising teachers in the Federal Republic of Germany, the United Kingdom and Switzerland, offer a useful supplementary source of information.

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(1) The schemes referred to are not necessarily implemented everywhere. They may just be isolated projects in a number of localities or schools.

PART III

Recommendations

(a preliminary draft resolution)

The Conference

Considering the importance of the pre-school period in the psycho-social development of the child and for the learning of language (a key factor in the integration of foreign children in the host community);

Conscious of the fact that compulsory schooling is the only means of providing for all foreign children the basic education which will grant them access either to an occupation with the prospect of professional and social advancement or to further studies at secondary level (general, technical or vocational);

Believing that proficiency (both oral and written) in the host country's language can be attained during the period of compulsory schooling if the right conditions are available;

Considering the indispensable contribution which primary schools can make in helping immigrant families over and above the teaching of immigrant children;

Aware of the difficulties encountered by younger immigrants who arrive in the host country at the age for following secondary education;

Convinced that teachers in the host countries as well as in the countries of origin should be properly trained for these tasks, with particular attention to the special rôle played by teachers who primarily devote their careers to the education of migrant workers' children;

Present for consideration by the Standing Conference of European Ministers of Education, the following recommendations :

1. in their schooling, migrant workers' children should be treated at least on a basis of strict equality with the children of the host country and even benefit from special measures (special classes, reception classes, transition classes etc.);

2. in accordance with Resolution No. 3 (1969) (1) of the Standing Conference of European Ministers of Education, suitable reception facilities (crèches, day nurseries, pre-primary classes, kindergartens etc.) should be made available for migrant children of pre-school age, and if such facilities do not exist, the official authorities, private associations and/or employers should make a special effort to get them set up :

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(1) See Appendix A

- the kindergarten should admit migrant workers' children free of charge, and in the absence of adequate provision a special effort should be made by the public authorities;

- 'continuous kindergartens' should be made available when the proportion of foreign children in a school is very high and if these children require special education or care;

- morning and evening nurseries should be available for all children whose parents are absent at work before and after school hours;

3. simple and adequately detailed information on the education system of the host country should be made available to migrant workers, either before their departure from their native country, or on arrival in the host country. Such information should be prepared in the migrants' language (possibly in the form of multilingual brochures);

4. the children of migrant workers should be :

   - subjected to compulsory schooling in the same way as native children, whatever their parents' status (official or clandestine migrants). In no case should these children suffer from any irregularity in their parents' status;

   - required to attend classes regularly in accordance with the legislation in force in the host country (apart from occasional absences due to the help which children can give their parents through having a better knowledge of the host country's language);

   - regrouped on arrival in the host country, when their number makes this possible, in reception classes with a view to enabling them to learn the host country's language as rapidly as possible and thus avoid falling behind in the educational system. Such classes could be designed along the lines of the special experimental classes sponsored by the Council of Europe. Failing this, extra tuition courses may help to achieve the same aim;

   - placed, where appropriate, in adaptation classes aimed at integrating children into the education system at a level corresponding to the studies they have already completed;

5. the emigration countries should provide the children with textbooks for the current school year and the following one in order to help them adjust to the subjects taught, and the immigration country should waive all customs duties on teaching materials;

6. school results should be recorded in the school career record proposed by the Council of Europe, and foreign pupils should never be stopped from transferring to a higher class because of inadequate knowledge of the teaching language;

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7. the host country's language should be taught actively and intensively by methods in keeping with the children's mentality and psychology. Such teaching should be incorporated in the normal timetable. During primary education, the foreign child shall be exempted in bilingual or plurilingual countries from studying the second national language;

8. the migrants' native language and the culture of the country of origin should not be neglected, particularly if the stay in the host country is not permanent. This teaching should be incorporated into the normal timetable and local authorities, consular authorities and embassies should provide all necessary assistance (bilingual teachers, textbooks, teaching materials etc.);

9. the equivalence of certificates awarded at the different levels of compulsory schooling should be recognized in the immigration and emigration countries, and courses in the language and culture of the country of origin which are given in the host country should be recognized by the emigration countries concerned;

10. in accordance with Resolution (70) 35 of the Committee of Ministers of the Council of Europe (1), pupils in primary classes should be helped in their work by competent staff during periods of supervised study outside school hours;

11. socio-cultural and sports activities, and holiday camps (or similar institutions), should be available to migrant workers' children in the same way as to native pupils;

12. in accordance with Resolution (70) 35 of the Committee of Ministers of the Council of Europe (1), parents should be associated with the activities of the school and appropriate measures should be taken to promote contacts between schools and families (dissemination of information, meetings with interpreters etc.);

13. reception classes should be provided for foreign children who have not completed or normally attended primary schooling in the host country, so as to integrate them into secondary education. Where there are enough young illiterate foreigners adaptation classes should be provided so as to enable them to acquire a proper secondary education (vocational or technical);

14. following primary school, foreign children should be able to choose their native language as a second language in secondary education and curricula should be adapted accordingly;

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(1) See Appendix B.

15. study grants should be awarded by the host country and/or the country of origin to migrant workers' children who have the necessary ability to pursue their secondary education (general, technical or vocational);

16. in pursuance of Resolution No. 5 (1962) of the Standing Conference of European Ministers of Education, (1) each country should set up a documentation centre in which all relevant information concerning migrant workers and their children's education will be centralised for the purpose of dissemination;

17. during basic training, the emigration countries should make future teachers aware of the migration phenomenon and its implications for educational practice by providing information on the origins and present development of the migration of labour. Teachers called upon to leave their country should be given specialised training covering at least the language of the host country and its institutions;

18. during basic training, immigration countries should provide teachers with information about the problems they will have to face in classes attended by foreign children;

19. teachers who devote themselves exclusively to the teaching of migrant workers' children, should be enabled to specialise and this specialisation should be recognised in the form of increased salary;

20. teachers confronted with the problems of teaching classes attended by migrant workers' children should be enabled to acquire additional training, specially designed to help them;

21. in accordance with Resolution (70) 35 of the Committee of Ministers of the Council of Europe (2), teachers in the countries of origin should be encouraged to follow courses in the receiving countries and vice versa, in order to promote understanding of the cultural and educational systems of these countries.

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(1) See Appendix C.

(2) See Appendix B.

APPENDIX A

STANDING CONFERENCE OF EUROPEAN MINISTERS OF EDUCATION

RESOLUTION N° 3 (1969)
on
The nursery school and primary school in relation to the demands of educational opportunity for all

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The European Ministers of Education, at their Sixth Conference,

HAVING CONSIDERED the report by the French delegation on "The nursery school and primary school in relation to the demands of educational opportunity for all",

BELIEVING that education should be primarily concerned with the child's development in a context of permanent education;

BELIEVING that, in that context, the opportunities of all should be equalised as far and as early as possible, particularly in developing capacities for oral expression;

BELIEVING that pre-school education can foster such equalisation if it is able to widen the experience offered by the home environment or to compensate for its inadequacies, by providing a richer environment to explore and enabling the children to become part of a community in which they can learn to live and work together and communicate with others;

HAVING REGARD in this connection to the problems of children who experience particular difficulties of expression as a result of their social and cultural environment;

HAVING REGARD also to the special needs of the children of migrants whose difficulties in this respect are particularly acute;

BELIEVING that primary schools, should, over a given period, with due regard to differing natural talents, bring all children to comparable levels of skills and knowledge;

BELIEVING that primary education, as a natural sequel to pre-school education, should prepare children for social life by giving priority to education over instruction and by fostering the development of the personality and of human qualities, independently of economic and occupational considerations;

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RECOMMEND that governments:

(a) continue as fully as possible with the establishment of nursery schools, particularly in rural areas;

(b) accepting permanent education as an objective to be attained, should conceive the training and further training of nursery and primary school teachers in that light;

(c) bring the concepts of primary school teaching into line with those which have proved successful in nursery schools, notably by:

- centring education on the child, who should be guided in this development rather than brought to an arbitarily defined standard of attainment;

- associating children with their own education;

- paying, in consequence, much more regard to what a child is than to what it is wished he should become;

- developing in him curiosity, a creative urge and independence;

- establishing contact and consultation amongst all those responsible for education;

- establishing contact between the school and the family, having regard to the social and cultural influences exerted on the latter;

(d) determine what adjustments need to be made in education in view of the special difficulties experienced by certain children in their social and cultural environment and by migrants who have to adapt themselves to a new environment;

(e) expedite the implementation of recommendations adopted in the Council of Europe relating to the teaching of a foreign language to all children as early as the primary school stage;

INVITE

(a) governments

to pool all relevant information on experiments and innovations in nursery and primary education in their countries and communicate it to the interested international organisations;

(b) international organisations, particularly the Council of Europe,

to stimulate, support and disseminate all research which can help the objectives stated in this resolution to be achieved.

APPENDIX B

COUNCIL OF EUROPE

RESOLUTION (70) 35

(Adopted by the Ministers' Deputies on 27 November 1970)

SCHOOL EDUCATION FOR THE CHILDREN OF MIGRANT WORKERS

The Committee of Ministers,

I. Having regard to the recommendation submitted to it by the Council of Europe Special Representative for National Refugees and Over-Population, following studies that have been carried out and in the light of the opinion expressed by his Advisory Committee on school education for the children of migrant workers ;

II. Considering that the instruction and education of children is an inalienable right which may be claimed even in difficult circumstances, such as those engendered by international migrations ;

III. Conscious of the necessity of ensuring, in their own interests, that the children of migrant workers do not lose their cultural and linguistic heritage and that they benefit from the culture of the receiving country ;

IV. Considering that efforts made by emigration and immigration countries to facilitate school education for the children of migrant workers will promote their adaptation or integration and consequently that of their parents ;

V. Considering that in this matter close collaboration between the relevant departments of the European member States to promote educational and cultural integration is in conformity with the aims defined in Article 1 of the Statute of the Council of Europe,

Recommends that governments of member States :

A - Guarantee, by means of legislation or regulation, exercise of the right of migrant workers' children to school education ;

B - Take appropriate measures for the attainment of the following objectives :

1. To improve the information given to families before departure about the educational facilities and requirements in the immigration country, and to provide on arrival advice and assistance in connection with enrolment in schools for those of compulsory school age ;

2. To provide for the children of migrant workers who do not emigrate with the head of the family the opportunity of starting or completing their compulsory education in their country of origin and possibly to provide free schooling and school equipment for them, for example in maintained or State schools;

3. To ensure that the responsible emigration services and school authorities advise the families of migrant workers to obtain, before a child's departure, standard records providing information on its school career and health, to assist in the assessment of its level of scholastic attainment;

4. To ensure that the appropriate local services, and where appropriate, the employers of migrant workers, inform the school authorities concerned without delay of the arrival of children of school age;

5. Possibly to establish, if need be, in co-operation with the authorities of the countries concerned, in areas where a sufficient number of migrant workers' families live, special classes or courses designed to assist the gradual integration of the children into the normal classes of the country of immigration, in particular by helping them to learn the language of the country; children of migrant workers should be taught in special classes or attend special courses for the shortest time strictly necessary;

6. To promote, after a period of adaptation appropriate to each child, full integration into normal classes in order to develop mutual understanding; with this in mind, immediate integration into the school in certain subjects such as drawing, physical training, handicrafts etc., should be encouraged as far as possible;

7. To see to it that, where practicable (and except for special classes or courses), compulsory classes do not contain dissimilar pupil groups in numbers likely to prejudice the teaching both of the children of migrant workers and of the native children;

8. To encourage, with the assistance of public and private bodies in the receiving country, the organisation of assisted and supervised study periods after school, in order to provide the necessary educational help for children who do not receive it at home;

9. To admit migrant workers' children, on the same basis as other children, to holiday camps and establishments for children below school age, and grant them scholarships, exemptions and other facilities;

10. To encourage migrant workers to take part in the life of their children's school;

11. To encourage teachers in the receiving country who have the children of migrant workers in their charge to acquire an adequate knowledge of teaching programmes in the countries of origin of such pupils;

12. To encourage and assist teachers in the countries of origin to follow courses in the receiving countries and vice versa, in order to promote understanding of the cultural and educational systems of these countries;

13. To promote, in the emigration countries, and also in the receiving countries, if the appropriate authorities agree, the training of specialist teachers to educate the children of migrant workers abroad, in the civilisation and language of their country of origin ;

14. To encourage co-operation between the educational authorities in the emigration and immigration countries in order to promote such instruction and award to the children who receive it certificates or diplomas drawn up in their mother tongue and stating the level attained ;

15. To promote reintegration into school education of children of migrant workers who return to their country of origin ;

16. For the purposes of admission to educational establishments to encourage a liberal attitude in relation to the equivalence of certificates and diplomas which testify to a sufficient level of education ; and to ensure that migrant workers' children who have obtained such certificates or diplomas are enabled, on returning to their countries of origin, to enjoy all opportunities for their school career on the same basis as other pupils having pursued their studies abroad ;

C - Report to the Council of Europe every four years on measures taken to give effect to this resolution.

APPENDIX C

STANDING CONFERENCE OF EUROPEAN MINISTERS OF EDUCATION

RESOLUTION N° 5 (1962)
on
Educational documentation

THE MINISTERS OF EDUCATION

STRESSING that intergovernmental co-operation in the fields of education and research is only possible on the basis of an organised exchange of information,

AWARE that such co-operation is an important aim of the cultural work of the Council of Europe,

RECOMMEND that the Directorate of Education and of Cultural and Scientific Affairs of the Council be given the appropriate means to establish the Documentation Centre which is needed for the successful pursuit of this activity and which will also enable it to render important services to the individual member States and States which have acceded to the Cultural Convention.